

## PLYMOUTH CITY COUNCIL

<b>Subject:</b>	Primary Basic Need 2014 - 2017
<b>Committee:</b>	Cabinet
<b>Date:</b>	10 December 2013
<b>Cabinet Member:</b>	Councillor Williams
<b>CMT Member:</b>	Carole Burgoyne (Director for People)
<b>Author:</b>	Jayne Gorton (School Organisation, Access and Services to Schools Manager)
<b>Contact details:</b>	Tel: 01752 307472 Email: <a href="mailto:jayne.gorton@plymouth.gov.uk">jayne.gorton@plymouth.gov.uk</a>
<b>Ref:</b>	JH.JEG.JP(CAB)04 (02/12/13)
<b>Key Decision:</b>	Yes
<b>Part:</b>	One

---

### **Purpose of the report:**

In October 2010, March 2011, October 2011 and in March 2012, Cabinet received reports on the rising numbers in primary schools and the developing need for primary school places in the city. This growth in demand is known as 'basic need'.

This report seeks to update members on the progress of the growth and report on the development of projects to date and to outline the allocation of Targeted Basic Need Capital awarded in July 2013.

The report sets out proposals for the development of Waves V, VI and VII projects, to meet the increased number of primary age pupils with effect from September 2015, September 2016 and September 2017; to seek authorisation to commence consultation with stakeholders on expanding schools for 2015 onwards; and to commence consultation on the statutory proposals for the expansions as appropriate.

The report also sets out the balance between the Council's obligation to meet basic need and to maintain the condition of schools. In March 2012 Cabinet received a report that outlined the need to spend £2.52million on refurbishment works to Knowle Primary School; following further detailed surveys on the property it would be more cost effective in the long term to replace the current provision with a new build. The report seeks Cabinet's recommendation to Council to amend the Capital Programme in order to meet these obligations and those connected to the additional classroom required at St Peter's CE Primary School.

---

**The Brilliant Co-operative Council Corporate Plan 2013/14 -2016/17:** The proposals help to meet the City Vision, co-operative values, co-operative objectives, and co-operative outcomes in the following ways:

**City Vision – Britain's Ocean City** – providing improved and additional capacity for the increasing number of school age children in the City ensures there is a school place for every child and improves their education opportunities which will improve their quality of life. The Primary Basic Need programme delivers education infrastructure that supports the growth of the city, by supplying good quality education provision that meets need, it makes the city an attractive place to live and work. This report brings to Cabinet the next steps in a larger basic need infrastructure programme.

**Co-operative Value – We are democratic** – provide parents, staff and governors at the schools, local residents and other stakeholders with the opportunity to participate in the decision making on the proposals.

**Co-operative Value – We are fair** – undertaking consultations on the proposals demonstrates that we are fair and open in our decision making.

**Co-operative Value – We are partners** – the proposals seek to use the underused value there is in education assets to form the base for expansion so that investment costs are kept to a minimum and resources are targeted to achieve the maximum value for communities, becoming more efficient and joining up with partners and local residents to deliver services in new and better ways.

**Objective – Pioneering Plymouth** – provides extended and improved services for children and their families making effective use of resources available. The basic need growth areas have been carefully mapped and the proposals in this report are targeted at narrowing the gaps in inequality of access to education places.

**Objective – Growing Plymouth** – provides sufficient education facilities for the growing number of children in Plymouth improving their education opportunities. Without basic need growth there is a serious risk that some children in the city will not be able to access a school place.

**Objective – Caring Plymouth** – enables local residents and other stakeholders to participate in the decision making, and provides children with improved facilities that will promote independence and reduce social inequality.

**Outcome – Pioneering Plymouth** – helps to address the growing need for additional facilities for primary age children, using resources wisely.

**Outcome – Growing Plymouth** – provides sufficient school places as an integral part of the city's top performing education system ensuring that children achieve better qualifications and find high quality jobs.

**Outcome – Caring Plymouth** – provides improved facilities that ensure children and young people are safe and confident in their communities, narrowing the gap in equality of access, helping them take control of their lives and communities.

---

### **Implications for Medium Term Financial Plan and Resource Implications: Including finance, human, IT and land:**

The capital cost of increasing the project budget for Knowle Primary school, together with the provision of a new classroom at St Peter's CE Primary School totals £2.775m. This can be met from the capital budget for the delivery of Basic Need within the existing approved programme. The additional revenue costs associated with these new spaces will fall to the individual delegated schools revenue budgets, which in turn will be increased in line with additional pupil numbers.

---

### **Other Implications: e.g. Child Poverty, Community Safety, Health and Safety and Risk Management:**

The facilities will be expanded in line with current regulations and health and safety during construction will be dealt with by the contractors and the schools. There are no community safety issues related to this proposal. The risk management for these facilities is incorporated within the schools' own risk management procedures.

---

### **Equality and Diversity:**

Has an Equality Impact Assessment been undertaken? No

Schools are a key facility within their local communities and support wider cohesion in the area. An equality impact assessment has not been completed as the facilities that will be refurbished/new build will be completed prior to opening and therefore designed to current building regulations which are fully DDA compliant. In addition these are community facilities which are open to all; therefore issues surrounding discrimination on the basis of age, faith, gender, race or sexual orientation are not applicable.

The planning of basic need has been done on the basis of equal opportunity; ensuring that a broad, mixed and diverse provision is available across the city. This will offer parents' choice and diversity in a sustainable way. Also a part of the strategic development is work related to the nature of special education and inclusion; making sure that basic need provision is in place for these services; to ensure that the diverse pattern of education contains sufficient places for more vulnerable groups.

---

### **Recommendations and Reasons for recommended action:**

1. That Cabinet approve the In-year expansion of Widewell, Woodford, Holy Cross RC, Woodfield, Pennycross and St Peter's CE Primary Schools' PANs for reception age pupils; and:
  - approves the public consultation on the statutory proposals to expand the above five schools; and
  - authorises the Cabinet Member for Children and Young People, in consultation with the Director for People, to consider the outcomes and responses to any statutory notices, published as part of statutory school organisation processes, and in light of them to make a final determination on proposals.
2. That Cabinet approve the scheme and recommend Council to amend the Capital Programme to include the allocation of an additional £2.475 million to build a new 2FE school with early years' provision to replace the current provision on the Knowle Primary School site from September 2015.
3. That Cabinet approve the scheme and recommend Council to amend the Capital Programme to include the allocation of an additional £300,000 to build a new classroom at St Peter's CE Primary School to enable the school to have sufficient space to allocate to their Planned Admission Number (PAN) and to increase their PAN from 25 to 30 from September 2014.

The above recommendations and approvals would enable Plymouth City Council to meet its statutory obligations to ensure that sufficient school places are available in the city and that schools are safe environments for both staff and pupils.

---

### **Alternative options considered and rejected:**

The Council needs to take into account that it would be failing in its statutory duty to provide sufficient places in schools for parents and pupils within the city if it chose not to progress to supplying additional school places.

In developing the proposals for the Waves V, VI and VII schools, presented in this Cabinet report, all 92 schools have been considered as options to meet growth. In addition, a number of schools have been taken forward for more detailed analysis and evaluated against developed criteria.

All the projects, as they develop, are analysed for alternative building procurement routes; this includes the use of temporary buildings, system buildings and also more permanent traditional building techniques.

---

**Published work / information:**

[Basic Need Cabinet Paper 19 October 2010](#)

[Basic Need Cabinet Paper 8 March 2011](#)

[Basic Need Cabinet Paper 10 October 2011](#)

[Basic Need Cabinet Paper 27 March 2012](#)

**Background papers:**

None

---

**Sign off:**

Fin	AF/People EC131 4 005.2.1 2.13	Leg	LT 1896 4 2511 13	Mon Off	THO 140	HR		Assets	N/A	IT	N/A	Strat Proc	N/A
Originating SMT Member: Judith Harwood, Assistant Director, Education Learning and Family Support													
Has the Cabinet Member(s) agreed the content of the report? Yes													

## **1. Introduction**

1.1. In October 2010, March 2011, October 2011 and March 2012, Cabinet received reports on the rising numbers in primary schools and the developing need for primary school places in the city. This growth in demand is known as 'basic need'.

1.2. The detailed analysis of the growth in Plymouth was considered at Cabinet on 19 October 2010 and approval was given to officers to begin consultation on proposals to meet this demand. A further report was presented to Cabinet on 8 March 2011, which approved the expansion of five schools with effect from September 2011. In total five schools' PANs were increased giving an additional 120 places available at reception age for the September 2011 admissions. Whilst this has been extremely tight, the School Admissions Team has experienced that some parents have chosen not to take up places offered, which means that over the year all parents that want them have had places offered. There always remains a risk for future years that there will be insufficient reception places and children would have to be offered non-reception classes.

1.3. In October 2011, Cabinet gave approval for the statutory consultation to take place on a further expansion of four schools: Stoke Damerel Primary, St Joseph's Catholic Primary, Salisbury Road Primary and Holy Cross Catholic Primary Schools. Following the consultation, it was agreed to go to Public Notice on all the schools, with the exception of Holy Cross Catholic Primary School, which would require more discussions with the Governing Body, parents, staff and the local community with regard to access and play space. Since that time we have agreed funding to erect a MUGA in Beaumont Park and the targeted basic need funding has been allocated for an additional 105 spaces to take the school from a PAN of 30 to a PAN of 45.

1.4. In March 2012, Cabinet gave approval for the statutory consultation to take place for Pilgrim Primary School to expand the school from 1FE to 2FE with effect from September 2013 and to a smaller expansion of Lipson Vale Primary School from a PAN of 55 to a PAN of 60.

1.5. The capital projects to expand the buildings, or in some cases reorganise accommodation to increase capacity, have been progressed sufficiently to make classrooms available from September 2011 to September 2014. The bulk of the building work will have been carried out during 2012/13 in readiness for completion in September 2013, thus concluding Wave II phase two. Wave III has commenced at Pilgrim Primary School in September 2013 with completion of the project in September 2014.

1.6. There has been an ongoing consultation with schools to put forward proposals to deal with the growth in future years.

## **2. Birth Rates in Plymouth**

2.1. The live birth figures provided by the Plymouth NHS Trust are compared with the number of children arriving at school four years later and this data is used to produce a trend which is used to forecast future school years' reception cohorts.

2.2. The data was then used to look at each locality in detail and to analyse the pressure that has been experienced by the School Admissions Team in placing children in certain hot spots around the city. The results of this analysis on a locality by locality basis are as follows:

### **North East and Central (NEC)**

More recently the number of children born in this locality has risen and the number of children born now exceeds the PAN. NEC is also an importer of pupils as it contains a high number of popular schools.

### **North West (NW)**

The North West has traditionally exported pupils and has lost a significant number of pupils to surrounding localities. Wave 1 has increased the PANs of three schools in or near the boundary to the NW, which has reduced the number of children attending schools outside of the locality they live in. In September 2013 a new Free School Marine Academy Primary School was opened which has supported the need for additional places. The most recent data up to September 2013 continues to show an increase in the number of children born within the NW.

### **Plymstock**

Plymstock currently has surplus capacity and this is expected to remain, at least until 2018. The number of children born in Plymstock is always lower than the PAN and it therefore attracts pupils from neighbouring localities. There will be an impact on the number of places when the developments at Sherford and Morley Park are underway.

### **Plympton**

The number of children born in Plympton has now dramatically increased and the number born now exceeds the PAN. Due to a number of popular schools it is also expected to attract some pupils from neighbouring localities.

### **South East**

In the South East, the number of children born each year usually exceeds the PAN and this locality exports a large number of children to neighbouring localities. A number of PAN increases at schools in the locality, has reduced the pressure on neighbouring localities by retaining children that were expected to attend schools outside the South East, particularly in Plymstock. This locality continues to be an issue.

### **South West**

The South West had seen the largest growth in the number of children born since 2008. The most recent data indicates that these numbers are now reducing and the births in the area are being met from existing PAN. In addition from September 2013 the Plymouth Creative Arts Free School opened for primary pupils in Reception and Years One and Two and with effect from September 2014 will open for Secondary pupils from Year Seven.

2.3. It is clear from this analysis that the localities that are in the highest need for additional school places are the North West, North East and Central, the South East and Plympton. The first wave of investment, which was approved in the March 2011 Cabinet report concentrated on the North West and northern part of the South West locality. The analysis of the admissions data indicates that the acute need of the North West locality has largely been met and that the greater need in 2012 had switched to the South West and South East localities again according to admissions data this need has now largely been met. The additional funding through Targeted Basic Need will support projects in NEC and Plympton particularly which will help to alleviate the pressure.

2.4. It remains a priority to deliver the city's aspiration for good quality local provision with healthy and sustainable schools in the heart of their communities. This policy direction also supports the development of the city in sustainable neighbourhoods, reduced car journeys to school, reducing congestion and reducing the impact of the growth of carbon emissions.

### **3. Consultation with Schools**

3.1. In the same way as was reported in the previous Cabinet reports, analysis of schools data for capacity, standards, popularity, site and building area as well as neighbourhood growth data has been used to target schools for potential growth. As with Waves I, II and III schools that have odd number PANs or half year groups have again been targeted to ensure that the growth offers the opportunity to rectify inefficiencies that lead to poor organisation of classes. A number of further meetings have been held with schools and their governors to establish their appetite for growth. All the meetings held with schools and their governors have received a positive response to growth.

3.2. The results of the consultation held to date remains as previously reported to Cabinet, which is that schools are cautious in their agreement to expand. Governors remain concerned that the capital investment will either not be available to meet the demand, or be insufficient to provide the accommodation that will offer children a varied and rich curriculum. There also remains concern that acceptance of growth will leave a school with a legacy of temporary accommodation that in the past has been hard to resolve with long term capital solutions. Although, this perception is beginning to be dispelled as schools see the capital commitments the Council is making to build new classrooms in response to growth.

3.3. As in previous Waves, concern has been expressed regarding the very limited capital investment available to basic need. Those schools which are expanded will have less space outside the general teaching classroom to offer an enriched curriculum. This is a common concern, which is considered as a negative on the current position. However, there is an understanding that the financial constraints are a consequence of the economic climate, and as tender returns are also lower, schools recognise they are receiving value for money solutions.

3.4. St Peter's CE Primary School a temporary classroom which was erected on site in September 2012 to help the school maintain a PAN of 25 with the aim to move the school to the new Mill bay Primary school from September 2016. Since that time the Mill bay site set aside for the primary school, was acquired by the Plymouth Creative Arts Free School which opened in September 2013 for Primary pupils and will open for Secondary pupils with effect from September 2014. This has had a knock on effect in that St Peter's CE Primary School will now remain in its current location but has insufficient space to accommodate to PAN. A proposal has been examined which will erect a further classroom on site which will then allow the governors to increase their PAN from 25 to 30. It is therefore recommended that Cabinet approve the scheme and recommend Council to amend the Capital Programme to include the allocation for St Peter's CE Primary School of £0.300m.

3.5. As a result of the above discussions, the following schools have been identified as achieving permanent expansion for Waves VI and VII:

- Pencycross Primary School – NEC Locality
- Woodfield Primary School – NW Locality

In addition, we are consulting with Laira Green Primary, Victoria Road Primary and Woodfield Primary on providing bulge classes should they be required; an extra class of 30 pupils or half class of 15 pupils (additional to the PAN) in each school, allocated to one year group, which move through the schools' year groups until the pupils' transition to the secondary phase.

3.6. The final stage will be to meet the requirements of Schedules 2 and 4 of The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007 (as amended); these set out the alterations that can be made by governing bodies and local authorities. The following sets out the changes:

### **Enlargement to premises:**

Statutory proposals are required for a proposed enlargement of the premises of a school which would increase the capacity of the school by both:

- a. more than 30 pupils; and
- b. by 25 per cent or 200 pupils whichever is the lesser.

Subject to approval by Cabinet, it is proposed to commence consultation in the spring/summer term to ensure all approvals are in place early in the spring term 2015.

## **4. Targeted Basic Need Funding**

4.1 On 18 July, the Minister of State for Schools announced details of capital funding of approx. £820million which will support Local Authorities to provide new, high quality school places in locations that need more school places.

4.2 The main basic need allocations – which go directly to local authorities, and are based on projections of their need – were issued in March, and gave authorities funding for the next 2 years, enabling them to plan provision. Those allocations help to support local authorities to keep pace with projections of demand.

4.3 This additional funding, over and above the existing allocations, was announced by the Chancellor in the autumn statement and will provide further high quality places. The funding is targeted to provide additional support to those local authorities experiencing the greatest pressure on places through the funding of new academies and free schools, as well as enabling investment to expand good and outstanding schools with high levels of demand.

4.4 Discussions will need to be held with Widewell Primary Academy regarding the lease for the addition buildings when the work has been completed.

4.5 Plymouth put in four bids one for a new school and three expansions and were successful in obtaining funding for all four. The table below shows the location and funding available.

<b>School</b>	<b>Funding for build/refurbishment</b>	<b>Project Support Funding</b>	<b>Date of completion</b>
	<b>£</b>	<b>£</b>	
Derriford New School – PL6 5AA	4,244,672	150,000	September 2015
Woodford Primary School	1,745,429	150,000	September 2015
Widewell Primary Academy	1,745,429	150,000	September 2015
Holy Cross RC Primary School	730,547	75,000	September 2015
<b>Total Allocation</b>	<b>8,466,077</b>	<b>525,000</b>	



4.6 The funding allocated has been ring-fenced for the named project and has to be completed by September 2015.

## **1. Condition Based Projects**

5.1 In March 2012 the Basic Need programme has embraced condition work where it has been necessary to repair buildings in order to facilitate the additional places. The Council has had to use grant allocated to the city for Capital Maintenance for these projects. However, in the October 2011 Cabinet, it was agreed that this was not sustainable over the long term as the number of schools experiencing critical condition issues outside the basic need growth programme was becoming an issue.

5.2 As a consequence the Government allocation, had been reconsidered in the Capital programme, and a programme of condition works of £3 million has been included in the Capital programme approved by Council. This funding is in addition to the programme of condition support for maintained schools that was set at £500,000 per annum, which schools bid into. As a result of this decision it was agreed that £2.52m would be allocated for Knowle Primary School to replace heating, water and electrical systems, fire doors and replacement of temps to cater for the negative bulge.

5.3 However, significant feasibility work has been carried out to date which concludes that the demolition of the existing 1950s building and the construction of a purpose built, two form entry school (2FE) on the existing site is the most practical, workable and cost effective solution to the significant condition problems experienced currently by the school, which will also alleviate the long term condition liability that it currently presents.

5.4 The school has suffered from on-going condition issues for some time, many of which are inherent to the design and location of the building (including damp, poor effectiveness of heating system, vandalism and awkward circulation of pupils into and around the building). Following a visit to the school in July 2013 by the Cabinet Member for Children and Young People and Officers, it was proposed that an additional £2.475million be allocated to fund a replacement new build.

5.5 The funding allocated would provide the construction of a replacement two form entry school and nursery building on the existing site. Works will include the reinstatement of the playing field and demolition of the existing school and temporary accommodation along with associated works.

5.6 It is therefore recommended that Cabinet approve the scheme and recommend Council to amend the Capital Programme to include the allocation for Knowle Primary School of £2.475million.